

CITY OF VANCOUVERSPECIAL COUNCIL - MARCH 16, 1978PUBLIC HEARING

A Special Meeting of the Council of the City of Vancouver was held on Thursday, March 16, 1978, at approximately 7:30 p.m., at the Kitsilano Senior Secondary School Auditorium, 2550 West 10th Avenue, for the purpose of holding a Public Hearing to consider a proposed "Reference Document" for Granville Island, False Creek, Area 9, and a proposed amendment to the Official Development Plan By-law for False Creek.

PRESENT: Mayor Volrich, Chairman  
Aldermen Brown, Ford, Gerard, Gibson,  
Harcourt, Kennedy, Marzari, Puil  
and Rankin

ABSENT: Alderman Bellamy

CLERK TO THE COUNCIL: J. Thomas

COMMITTEE OF THE WHOLE

MOVED by Ald. Puil,  
SECONDED by Ald. Brown,

THAT this Council resolve itself into Committee of the Whole, Mayor Volrich in the Chair.

- CARRIED UNANIMOUSLY

Before Council for consideration was:

- A. A proposed Granville Island Redevelopment Plan Reference Document submitted by Central Mortgage and Housing Corporation. This is not a By-law amendment but relates to the form of development for Granville Island (False Creek - Area 9).
- B. A proposed amendment to Section 6.2 of By-law No. 4812, being the Official Development Plan By-law for False Creek. The proposed amendment if approved would reduce the open space guide for the Granville Island Development Area to 15 acres from the present 30 acres.

The applicant is the Director of Planning.

The Redevelopment Plan contained in a report entitled, "Reference Document for Granville Island, False Creek, Area 9" had been submitted to the Council in lieu of an Area Development Plan by the Granville Island Trustees and Central Mortgage and Housing Corporation on February 1, 1978. The Reference Document defined the following areas:

- intent
- policies for redevelopment
- location of development area
- site location
- land use

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Special Council (Public Hearing), March 16, 1978 . . . . . 2

- public open space
- vehicular circulation and parking
- rail activity
- public transportation
- total water areas
- building character

Attached appendices provided drawings of the design plan, street hardware system, implementation public areas and implementation leased areas.

Mr. King Ganong, Chairman of the Granville Island Trustees, presented a brief (on file in City Clerk's office) and introduced an audio-visual presentation depicting Granville Island past, present and future. Mr. Ganong made brief reference to the background to the proposal since the Federal Government commissioned a review of the status of the Island and its future role in the community five and a half years ago. Recognizing the importance of its land holdings on Granville Island in relationship to the urban development programme centred on False Creek, the Federal Government had transferred ownership of the Island from the National Harbours Board to Central Mortgage and Housing Corporation and two years ago appointed a five-man Trust to carry the planning to the development stage.

Since the initial unveiling of the Redevelopment Plan the project had been examined at public information meetings and a number of areas of concern had been identified. Mr. Ganong examined these concerns as follows:

- effect on existing commercial areas in the City

Of the approximately 36,000 sq. ft. of retail space in the Plan, some 17,000 sq. ft. already exists leaving only 19,000 sq. ft. of new conventional retail space to be opened on the Island in the next five years. Criticism largely resulted from a misunderstanding of the meaning of "retail". City planners labelled the space occupied by artists and craftsmen as "retail"; however, the Trust concluded the artisans were not merchants in the traditional sense but craft producers.

- availability of the Market Place concept

The collection of small produce stalls proposed for the Market was expected to serve the residents of False Creek and would not make any appreciable dent in the grocery business, since total sales were not anticipated to exceed \$3 million annually as opposed to \$700 million in the Greater Vancouver area.

- impact of additional restaurants

Two restaurants were already established on the Island; a few more would be added most of which would offer lower priced food services and would compete among themselves for the business of the people working or studying on the Island. They were not expected to affect existing restaurants in the Greater Vancouver area.

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Special Council (Public Hearing), March 16, 1978 . . . . . 3

- open space

Since the original Plan was put forward the Trust had revised its plans to increase the amount of open space from that originally proposed. Public activity areas and facilities were not necessarily limited to open space. There were other forms of participation and many recreational facilities were included in the Redevelopment Plan over and above green space. The need for open space had to be balanced against the respective needs for space: for theatre, education, artists and craftsmen, revenue producing tenants and the need to preserve existing jobs. However in the area along the south shore of the Island the Plan did provide for a single continuous green space of six acres.

- public access

The City's Engineering Department felt public access could be adequately achieved without major modification to the existing street system. The provision for parking was also adequate. The Trust was committed to providing a shuttle bus service to connect with existing transit pending the introduction of a False Creek bus extension.

- broader representation on the Trust

The Trust, in its first report to the Federal Government in 1976, recommended there be 5 to 7 Trustees representing various community, tenant and Federal Government interests.

Mr. Ganong concluded his summation of the brief by pointing out the Trust had taken the position the completed project should be self-supporting. As presently submitted, the project was economically sound and would contribute substantially to City tax income without operational cost to the City.

The Director of Planning addressed Council and advised he could not support the Trustees' proposals because he felt the proposal was being pushed by an insensitive process at a prematurely fast pace in an area where remedial action was by no means imperative to the future health of the City.

The Director of Planning therefore recommended that Central Mortgage and Housing Corporation reconsider its proposals taking into account the following considerations:

The Federal Government should appoint to the Trust representatives of the local business community and reconsider and revise their plans to accommodate the points noted in the report of the City Manager dated February 3, 1978, and the following:

- a) They should alter their scheme so that people-generating activities are not taken away from Downtown (such as stores and markets) until such time as the demand for these facilities cannot be accommodated Downtown.

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Special Council (Public Hearing), March 16, 1978 . . . . . 4

- b) They should develop a management system which will ensure that the development of the Island occurs in such a way that it does not compete with the livelihood of the other commercial areas of the City until such time as it is clear that those areas will not be harmed by new developments.
- c) C.M.H.C. should consider assisting non-profit organizations, such as theatres, directly and through its influence in Ottawa to locate in those parts of the City where the people generated by those activities will also assist in the public objectives for the downtown business areas of creating a lively, successful, busy, diverse, residential, commercial, civic, institutional, entertainment, cultural centre.
- d) Revise their proposal to add a single green open space of at least six acres.

Mr. D. Rudberg, Assistant City Engineer, Traffic Division, commented on parking and traffic aspects of the proposal and advised the Trust had indicated it would not dedicate the street system on the Island but would retain private control. There was some concern that lacking dedication the area would be outside the confines of the City Street and Traffic By-law resulting in confusion in the minds of the public.

The Engineering Department analysis indicated because of the off peak nature of demand i.e., evenings and weekend activity, the street system could accommodate access demand. C.M.H.C. had agreed in principle to cost sharing for improvements necessitated by the Island development.

The Mayor called for speakers for or against the application and the following addressed Council on the matter.

Mr. Peter Ross presented a brief of the Vancouver City Planning Commission (on file in City Clerk's office) which supported the By-law amendments relating to open space and recommended as follows:

- (i) That adequate access through public transit and good facilities for the motorist and pedestrian should be in place by the time the first phase of development gets under way. For example, the Arts School will, in itself, bring three to five hundred students to this location;
- (ii) That space be reserved on Granville Island to provide future docking facilities for passenger water linkages to other parts of False Creek and that the City of Vancouver also consider where, in the Creek, terminals might be located;
- (iii) That as the development of the proposed little street railway is seen as a unique feature and attraction for tourists and residents, this should be expedited;
- (iv) That eventually this should form part of a system of similar street railways joining up the character areas - Vanier Park - Granville Island, False Creek, Chinatown, Gastown, Burrard Inlet western waterfront, Stanley Park. Apart from the special attraction that such a system would have for tourists, it could also serve a very real purpose as an inner-city transit link particularly if the residential component of Downtown is increased;

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Special Council (Public Hearing), March 16, 1978 . . . . . 5

- (v) That the allocation of land for residential opportunities on the Island be increased in order to enhance the emerging "arts village" character of the Island;
- (vi) That while urban landscaping is appropriate some small scale recreation facilities attractive to families be included in the landscaped plan as well as unstructured open space;
- (vii) It is recommended that there should be a management system that enables the ultimate development to be well integrated into the City fabric. It is therefore proposed that the trustee form of management be brought to a close and a board of management be appointed that would represent Federal and Civic governments, the public-at-large, and the tenants of Granville Island and, also, that board members should have a specific term of office.

Commissioner Ian Bain, Chairman, Park Board, referred to the Board's communication to Council dated March 14, 1978 (on file in City Clerk's office) relating to the Park Board Planning Committee's endorsement of the proposal for a single green open space of at least six acres located south of Cartwright Street. Playing space should be accessible to children residing in the neighbouring False Creek residential development. The Park Board was also concerned about the composition of the areas defined as "open space".

Mr. J. E. Stark, President, Morrison Steel and Wire Co. Ltd., (brief filed), stated the Company while pleased to be one of the major industrial tenants staying on the Island felt it was essential that the Company's on-going lease arrangements with C.M.H.C. be finalized as soon as possible to enable the Company to plan for the future.

Mr. J. Powers, Marine Workers and Boiler Makers Industrial Union (brief filed) advised Morrison Steel, employing approximately 50 people, was located in the area suggested for the single area of six acres of open space. If the issue became one of jobs versus open space the Union urged Council to reject the proposal that the area south of Cartwright Street be reserved for the creation of a single large open space.

Other speakers were:

In Support of the Redevelopment Plan

- Robin Mayor, Principal, Vancouver College of Art
- Duncan Holmes, Keg Restaurants Ltd.
- David Van Berckel, Opus Framing Ltd.
- Lawrence Summer, Businessman
- Bob Conkey, Canada Chain & Forge Co.
- Pamela Hawthorn, Theatre Space Project - brief filed
- Richard Mann, Vancouver Board of Trade - brief filed
- Yetta Lees, Practising Craftsman
- Peter Padovinikoff, B. C. Central Credit Union
- David Aitken, Cold Mountain Institute - brief filed
- Jack Marier, Arts Club Theatre Society

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Special Council (Public Hearing), March 16, 1978 . . . . . 6

- Nicky Munsor, Actress
- Nini Baird, Board Member, Canada Council - brief filed
- Lorne Donnelly, President, Amalgamated Construction Assoc.
- Karen Runkel, Vancouver Montessori School
- Neil Hosein, Granville Island Merchants & Tenants Assoc.
- William McPherson, Businessman
- Bob Worcester, False Creek Residents Assoc.
- Bernie Vinge, False Creek Residents Council
- Bob Kingsmill, Potter
- John Parker, Fairview Slopes resident
- Chris Wootten, Theatre Space Project
- Bill Millerd, Arts Club Theatre
- George Grant, Vancouver Federation of Canadian Artists
- John Pozer, Goodstuff Games
- Leslie J. Alfreds, President, Jet Set Cruising Club - brief filed
- Al Clapp, Resident
- Ian D. Newby, President, The Great Cars Ltd. - brief filed

Opposed to the form of the redevelopment proposal

- Mr. M. Letcher, Gastown Merchant
- Bill Clarke, M.P. Vancouver Quadra
- Brent Bitz, Building Owners and Managers Assoc.
- Peter Hebb, South Granville Merchants
- Bruce Eriksen, Downtown Eastside Residents Association
- Jim Pollock, Gastown Historic Area Co-ordinating Committee
- John Nicoll, Gastown Historic Area Planning Committee
- Bill Fairley, Citizen
- Ed Keate, Downtown Business Assoc.
- John W. Parker, Gastown Townsite Committee
- Peter Dent, Director, Save Our Parkland Assoc.
- Robin Manson, Manson Marina
- A.J. Butschler, General Manager, B. C. Paper Converters Ltd.

MOVED by Ald. Rankin,

THAT this Special Council Meeting be adjourned to the next Regular Meeting of Council on Tuesday, March 21, 1978 at 2:00 p.m.

- CARRIED UNANIMOUSLY

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The Special Council meeting adjourned at approximately 11:20 p.m.

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Special Council (Public Hearing), March 21, 1978 . . . . . 7

CONTINUATION OF ADJOURNED PUBLIC HEARING  
RE GRANVILLE ISLAND REDEVELOPMENT

MARCH 21, 1978

The Special Council Meeting reconvened in Committee of the Whole in the Council Chamber on Tuesday, March 21, 1978, at 2:00 p.m.

PRESENT: Mayor Volrich  
Aldermen Brown, Ford, Gerard, Gibson, Harcourt,  
Kennedy, Puil and Rankin

ABSENT: Aldermen Bellamy and Marzari

CLERK TO THE SPECIAL COUNCIL: J. Thomas

During consideration of this matter the Director of Planning and Mr. King Ganong, Chairman of the Granville Island Trust, answered questions from Council.

MOVED by Ald. Harcourt,

THAT the application of the Director of Planning to amend Section 6.2 of By-law No. 4812, being the Official Development Plan By-law for False Creek, to reduce the open space guide for the Granville Island Redevelopment Area to 15 acres from the present 30 acres, be approved subject to the following conditions:

- a) That the 15 acres of open space include a single open area of 6 acres which does not necessarily have to be a full size playing field.
- b) That lease property occupied by Morrison Steel & Wire Co. not be considered as part of the defined area of open space at this time.
- c) That the phasing-in of retail commercial space be subject to further negotiations with the Granville Island Trust.

- (not put)

MOVED by Ald. Ford, in amendment,

THAT the motion be amended by adding the words -- Any changes proposed to the Reference Document be referred to Council for consideration prior to implementation.

- (not put)

MOVED by Ald. Puil,

SECONDED by Ald. Gerard,

THAT further consideration of Granville Island Redevelopment be deferred to a future date and the Reference Document be referred back to the Director of Planning and the Granville Island Trust for further clarification and revision based on the comments made and questions raised by Council this day.

- CARRIED

(Aldermen Brown, Ford, Gibson and Harcourt opposed)

Special Council (Public Hearing), March 21, 1978 . . . . . 8

MOVED by Ald. Harcourt,  
THAT the Committee of the Whole rise and report.

- CARRIED UNANIMOUSLY

MOVED by Ald. Harcourt,  
SECONDED by Ald. Puil,  
THAT the report of the Committee of the Whole be approved.

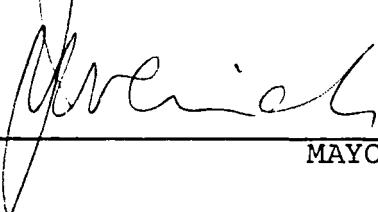
- CARRIED UNANIMOUSLY

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The Special Council meeting adjourned at approximately 3:25 p.m.

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The foregoing are Minutes of the Special Council Meeting  
(Public Hearing) of March 16/21, 1978, adopted on  
April 4, 1978.

  
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MAYOR

  
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CITY CLERK